

## Message Text

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ORIGIN ACDA-19

INFO OCT-01 EUR-25 ISO-00 CIAE-00 DODE-00 PM-07 H-03

INR-10 L-03 NSAE-00 NSC-07 PA-04 RSC-01 PRS-01 SP-03

SS-20 TRSE-00 SAJ-01 IO-14 OIC-04 OMB-01 SAM-01 AEC-11

USIE-00 NSCE-00 INRE-00 SSO-00 /136 R

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ACDA/IR:DLINEBAUGH

EUR/RPM:AFLOYD

OSD:LMICHAEL

JCS:SWOODS

C:VLEHOVICH

S/S: WHLUERS

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FM SECSTATE WASHDC

TO USDEL MBFR VIENNA IMMEDIATE

INFO USMISSION NATO

AMEMBASSY BONN

AMEMBASSY LONDON

USMNR

USCINCEUR

S E C R E T STATE 135640

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: USE OF DATA

REFS: A. STATE 090116 B. MBFR VIENNA 54 C. MBFR

VIENNA 055

1. APPRECIATE COMPREHENSIVE SUBMISSIONS IN REFTELS. THE

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FOLLOWING PARAMETERS AND GUIDANCE ARE BASED ON REVIEW OF

USDEL VIEWS AND ANALYSIS PERFORMED HERE.

2. DELEGATION WAS AUTHORIZED IN REF A TO PURSUE DISCUSSION RELATING TO DATA WITH A VIEW TOWARD FURTHER CLARIFYING PERCEIVED DISCREPANCIES IN CATEGORIZATION OF GROUND FORCES. USDEL SHOULD COORDINATE METHOD AND DETAILS OF FURTHER APPROACH WITHIN AHG AS APPROPRIATE. GOAL SHOULD BE TO ELICIT SOME CONCRETE EASTERN CONTRIBUTION ON A CONDITIONAL AND CONTINGENT BASIS IN ORDER TO ELIMINATE AMBIGUITIES AND ENSURE THAT BOTH SIDES ARE TALKING ABOUT SAME FORCE ELEMENTS WHEN REFERENCE TO ANY DISCRETE FORCE COMPONENT IS MADE.

3. DELEGATION IS FURTHER AUTHORIZED TO DEVELOP WITH AHG CONCEPTS OF CATEGORIZATION FOR EXPLORATION WITH EAST TO IDENTIFY POSSIBLE ALTERNATIVE WAYS OF ACCOUNTING FOR "GROUND FORCES." DELEGATION SHOULD THEN REPORT RESULTS TO WASHINGTON FOR REVIEW. WITH WASHINGTON CONCURRENCE, DELEGATION MAY

THEN (IN CONCERT WITH ALLIES) SEEK EASTERN VIEWS OF EFFECTS ON ACCEPTABILITY OF WESTERN NEGOTIATING POSITION OF VARIOUS ALTERNATIVES. THIS COULD BE DONE BY ASKING "WHAT IF THE WEST WERE WILLING TO CONSIDER SERIOUSLY," ALTERNATIVES OTHER THAN ONE USED FOR DEFINING GROUND FORCES IN PRESENT-ING DATA IN OCTOBER PLENARY.

4. CONDITIONS CITED IN REF B PARA 17 E (1), (2), AND (4) ARE CONSIDERED TO BE SOUND BASIS FOR INDICATION TO THE EAST OF NECESSARY CONTEXT FOR ULTIMATE ALLIED AGREEMENT ON A COMMON DEFINITION OF GROUND FORCES; NAMELY THAT:

- A. EAST BE PREPARED TO AGREE TO A SPECIFIC DEFINITION.
- B. EAST BE PREPARED TO AGREE REDUCTIONS BE LIMITED TO GROUND FORCES.
- C. EAST AGREE TO PROMPTLY ENTER ON A DATA DISCUSSION BY REVEALING SPECIFIC FIGURES TO WEST ON A RECIPROCAL BASIS.

5. CONDITION CITED IN REF B PARA 17 E (3) IS TOO EXPLICIT. IT COULD HAVE IMPLICATIONS FOR FUTURE ALLIED FLEXIBILITY. RATHER THAN ESTABLISHING BASIS FOR UNDERSTANDING THAT "EXCLUDED CATEGORIES WOULD NOT BE INCREASED TO COMPENSATE SECRET

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FOR PHASE I REDUCTIONS" USDEL SHOULD BE GUIDED BY MORE GENERALIZED FORMULATION IN PARA 9 BELOW TO PROTECT WEST AGAINST CIRCUMVENTION (SUCH AS MAKING A GROUND AIR DEFENSE UNIT INTO A GROUND MANEUVER UNIT).

6. WITH RESPECT TO 4 B ABOVE (REF B, PARA 17 E 2), SHARP LINKAGE BETWEEN EAST'S ACCEPTANCE OF GROUND FORCE FOCUS FOR NEGOTIATIONS AND CATEGORIZATION SHOULD NOT BE POSED.

SUCH A FIRM LINKAGE COULD CAUSE THE SOVIETS TO DOUBT OUR WILLINGNESS TO REDUCE THE ASYMMETRY. MOREOVER, IN GENERAL EACH SIDE IS LIKELY TO PROBE FOR ACCEPTABLE POSITIONS ON WIDE RANGE OF ISSUES WITHOUT AGREEING TO ACCEPT SPECIFIC CONCESSIONS UNTIL THE ENTIRE AGREEMENT HAS BEEN ROUGHED OUT. THUS ALLIES NEED ONLY STATE THAT ACCEPTANCE OF PROFERRED UNDERSTANDING WOULD BE EASED BY EASTERN ACCEPTANCE OF KEY ELEMENTS OF WESTERN APPROACH SUCH AS THE GROUND FORCE RUBRIC.

7. HAVING OBTAINED EASTERN REACTIONS TO PROPOSITION ON ALTERNATIVES TO PRESENT CATEGORIZATION, AHG WOULD BE IN A POSITION TO REPORT DEVELOPMENTS TO NATIONAL CAPITALS BEFORE JULY BREAK. THIS WOULD PERMIT NATIONAL REVIEW IN LIGHT OF NORMAL UPDATING OF DATA ON FORCE STRENGTHS AND SIMILAR UPDATED INTELLIGENCE ESTIMATES. FYI: A REASSESSMENT OF OUR POSITION ON INCLUSION OF AIR MANPOWER IS UNDER STUDY IN WASHINGTON, END FYI.

8. IN MAKING THIS PROPOSAL IN AHG, USDEL MAY WISH TO DRAW UPON MATERIAL FROM REFTELS AND DOD STUDY (POUCHED). IN THIS INSTANCE, WE BELIEVE THAT APPROACH TO EAST ON CATEGORIZATION SHOULD BE DEVELOPED WITHIN THE AHG.

9. IN MAKING PROPOSAL ON CATEGORIZATION APPROACH TO AHG AND IN EXPLORING THEME WITH EAST, DELEGATION SHOULD BE GUIDED BY THE FOLLOWING CRITERIA AGAINST WHICH ANY DEFINITION OF GROUND FORCES SHOULD BE JUDGED.  
--- US AND ALLIED CONFIDENCE OF BEING ON GENERALLY SOUND GROUND IN THE FORCE DEFINITIONS ALREADY PRESENTED TO THE PACT;  
---CONSISTENCY WITH GENERALLY ACCEPTED MILITARY CONCEPTS;  
---DEFENSIBILITY BEFORE PARLIAMENTS AND PUBLICS;

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---NO ALTERNATIVES WHICH INVOLVE SIGNIFICANT INCREASE IN THE REDUCTION BASE FOR NATO GROUND FORCE REDUCTIONS SHOULD BE PUT FORTH (E.G., CASE 3, REF C);  
---AVOID FORMALIZING DEFINITIONS OF SERVICES OTHER THAN GROUND FORCES, E.G., AIR OR SEPARATE AIR DEFENSE FORCES;  
---AVOID RECATEGORIZATION OF US FORCES WITHOUT EXPLICIT AUTHORITY;  
---NO EXPLICIT OR IMPLICIT SUGGESTION THAT FORCES IN EXCLUDED CATEGORIES COULD BE USED FOR CIRCUMVENTING THE RESTRICTIONS ON "GROUND FORCES".

10. BEGIN FYI. VIABILITY OF CASE 1, REF C MAY DEPEND ON RAISING CEILING TO ABOUT 715,000 OR MORE (I.E., 10 PERCENT NATO GROUND FORCE CRITERION) TO CONSTRAIN SCOPE OF WESTERN REDUCTIONS, PARTICULARLY EUROPEAN REDUCTIONS, TO ACCEPTABLE

LIMITS. USDEL VIEWS ON THIS POINT WOULD BE APPRECIATED.  
END FYI.

11. WHILE FIGURES SHOULD NOT BE USED IN CATEGORIZATION  
DISCUSSIONS WITH THE EAST, THE WEST SHOULD BE ABLE TO CHARACTERIZE NET EFFECTS OF ALTERNATIVES ON PERSONNEL DISPARITIES IN QUALITATIVE TERMS.

12. IN ORDER TO MINIMIZE THE IMPACT OF POSSIBLE NATO  
AGREED DATA CHANGES WHICH MIGHT SURFACE WHEN AND IF THE  
EAST IS PREPARED TO SURFACE NUMBERS, THE ALLIES SHOULD  
INFORM THE EAST THAT OUR NUMBERS ARE UNDER CONTINUING  
REVIEW AND SUBJECT TO ADJUSTMENT. AS IN THE CASE OF CATEGORIZATION ALTERNATIVES WE MIGHT DISCUSS WITH EAST, DATA WE HAVE SURFACED TO DATE SHOULD BE CONSIDERED TENTATIVE.

13. DELEGATION SHOULD, OF COURSE, PORTRAY THE POSSIBLE  
RESULTS OF FORCE CATEGORY AGREEMENT IN LOW-KEY WAYS.

14. IN FOLLOWING INSTRUCTIONS AND GUIDELINES OUTLINED IN  
PRECEDING PARAS USDEL SHOULD AS APPROPRIATE, REPORT ON  
NUMERICAL AND OTHER DETAILS OF CATEGORIZATION TACTICS AND  
ALTERNATIVE CASES AS THEY ARE DEVELOPED IN AHG, AND IN  
SUBSEQUENT DISCUSSIONS WITH EAST. THIS WILL PERMIT TIMELY  
PARALLEL SUPPORTING WASHINGTON ANALYSIS AND REVIEW. KISSINGER

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## Message Attributes

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